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Financing of the United Nations Observer Mission in Sierra Leone

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Report of the Advisory Committee on Administrative and Budgetary Questions

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General on the financing of the United Nations Observer Mission in Sierra Leone (UNOMSIL) and the United Nations Mission in Sierra Leone (UNAMSIL) (A/54/633). During its consideration of the report, the Committee met with representatives of the Secretary-General who provided additional information.

2. By its resolution 1270 (1999) of 22 October 1999, the Security Council decided, *inter alia*, to establish with immediate effect UNAMSIL for an initial period of six months and that the military component of the Mission should comprise a maximum of 6,000 military personnel, including 260 military observers.

3. The Council further decided that UNAMSIL would take over the substantive civilian and military components and functions of UNOMSIL and that the mandate of UNOMSIL should terminate immediately on the establishment of UNAMSIL.

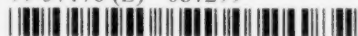
4. The Secretary-General estimates additional requirements for the establishment and maintenance of

UNAMSIL for the 1999/00 financial period at \$174,138,000 gross (\$173,257,800 net) (A/54/633, para. 2).

5. As indicated in paragraph 7 of the report of the Secretary-General, the proposed budget for the United Nations operations in Sierra Leone amounts to \$208,520,400 gross (\$206,127,900 net) and incorporates the proposed revised budget of \$34,382,400 gross (\$32,870,100 net) for the provisional expansion of UNOMSIL (see A/54/455) and the amount of \$174,138,000 gross (\$173,257,800 net) mentioned in paragraph 4 above.

6. In paragraph 22 of its report (A/54/490), the Advisory Committee recommended approval of the amount of \$34,382,400 gross (\$32,870,100 net) requested by the Secretary-General for the provisional expansion of UNOMSIL. The General Assembly has, however, taken no action on the proposed budget of UNOMSIL owing to the termination of the mandate of the Mission and pending the submission of estimates for UNAMSIL.

7. As indicated in paragraph 6 of the report of the Secretary-General (A/54/633), the total commitment authority granted by the Advisory Committee for UNOMSIL



and UNAMSIL for the current financial period amounts to \$52,971,600 gross (\$52,687,600 net). Upon enquiry, the Committee was informed that, as at 22 November 1999, expenditure for the period from 1 July to 22 November 1999 amounted to \$27,803,800 net, leaving an encumbered balance of \$24,883,800 net.

8. The Advisory Committee notes from paragraph 18 of the report of the Secretary-General (A/54/633) that the amount of \$2,142,150 has been contributed to the Trust Fund to Support United Nations Peacekeeping-related efforts in Sierra Leone and that the related expenditure amounts to \$1,130,175. In addition, the Committee notes from paragraph 28 of the report of the Secretary-General to the Security Council (S/1999/1003) that the trust fund established by the World Bank to finance the plan for the disarmament, demobilization and reintegration into society of an estimated 45,000 fighters in Sierra Leone had received approximately \$19 million in contributions.

9. With regard to staff resources, the Advisory Committee notes from the table in section A of chapter VIII of the report of the Secretary-General (A/54/633) that the proposed civilian staff establishment for UNAMSIL totals 581 posts, comprising 227 international staff (82 Professional, 26 General Service, 99 Field Service and 20 Security Service), 72 United Nations Volunteers, and 282 local staff. The Committee further notes that the grading of Professional posts puts emphasis on posts at the P-2 to P-4 levels. While the Committee welcomes the use of local staff to minimize the employment of international staff, the Committee notes that little information is given on functions for the additional 213 local staff. This information should be provided in the future.

10. Two posts at the Assistant Secretary-General level are proposed in paragraphs 27 (a) and 28 of the report of the Secretary-General (A/54/633) to accommodate the Deputy Special Representative of the Secretary-General and the Force Commander. In this connection, the Advisory Committee notes a growing trend to appoint deputy special representatives of the Secretary-General in missions. In view of the need to ensure cohesive leadership in the person of the Special Representative of the Secretary-General, the Committee requests that, before positions of deputy are proposed, all pertinent factors be taken into account and full justification be provided to the General Assembly in the context of the related estimates for the missions concerned.

11. For the Office of the Force Commander, in addition to the post of Assistant Secretary-General, six General Service posts and 14 Local level posts are proposed (A/54/633, para. 28). Upon enquiry, the Advisory Committee

was informed that the 6 General Service and 14 Local level personnel would provide support to 74 staff officers and 110 headquarters guards.

12. The Advisory Committee notes from paragraph 27 (a) of the report of the Secretary-General (A/54/633) the establishment of a P-3 post for a resident auditor within the office of the Special Representative of the Secretary-General. The Committee was informed that, after the preparation of the budget estimates, information was received from the Director of the Audit and Management Consulting Division, the Office of Internal Oversight Services, indicating that a resident auditor post at the P-4/P-3 level should be added for each \$100 million of annual budgeted expenditure and that for those missions with annual budgets exceeding \$200 million, it would be advisable to assign in addition to the resident auditors, an auditing assistant at the G-6 or G-7 level. The Committee was further informed that the Office of Programme Planning, Budget and Accounts would take account of the recommendation of the Office of Internal Oversight Services regarding resident auditors when developing detailed budget estimates for new or expanding missions, on a case-by-case basis. Accordingly, the Advisory Committee recommends that two P-4 posts be authorized for resident auditors for UNAMSIL.

13. In paragraph 30 (b) (vi) of the report of the Secretary-General (A/54/633), one P-4 post is proposed for the Regional Support Services Section. In addition, 2 General Service, 14 Field Service and 30 Local level posts are requested. The Advisory Committee requests a review to ascertain the adequacy of staff resources at the Professional level for the Regional Support Services Section.

14. The total cost for civilian staff is estimated at \$21,099,600. The Advisory Committee notes from the table in section E of chapter VIII of the report of the Secretary-General (A/54/633) that the plan is to deploy 436 staff between 1 October 1999 and 15 January 2000. In the opinion of the Committee, experience shows that such targets are rarely met. The Advisory Committee notes from paragraph 7 of section C of annex I to document A/54/633 that the cost of new international and Local level posts is based on a projected 20 per cent vacancy rate as against the projected vacancy rate of 10 per cent in connection with the provisional expansion of UNOMSIL (A/54/490, para. 13) and that salary and common staff cost adjustments are based on 70 per cent of international staff classified as mission appointees.

15. For military personnel, the amount of \$115,198,600, or 55 per cent of \$208,520,400, is requested and explained

in paragraphs 1 to 4 of section C of annex I to the report of the Secretary-General (A/54/633).

16. Upon enquiry as to the deployment of military personnel, the Advisory Committee was informed that two battalions from two contingents are to be deployed by 1 December 1999. The Committee was also informed that, although troop cost assumes the transfer of four battalions of the Military Observer Group (ECOMOG) of the Economic Community of West African States under United Nations command, effective 1 December 1999, no definitive information was available as to when the transfer would be effected. The Committee was also informed that the estimates were prepared on the assumption that all military personnel (5,740 contingents and 260 observers) would be deployed as follows: 3,569 expected by 1 December 1999, 4,709 by 16 December 1999 and the balance of the troops by 1 January 2000.

17. With regard to the calculation of military costs, the Advisory Committee notes from paragraph 3 of annex I, section C of the report of the Secretary-General (A/54/633) that the estimate of \$39,160,600 for the reimbursement of troop cost was based on standard rates. The Committee further notes from paragraph 4 of section C that reimbursement for major equipment (\$12,379,900) was based on wet-lease arrangements. The amount for self-sustainment (\$15,332,000) was also based on standard self-sustainment rates. The Committee notes that the amount of \$15,559,100 for self-sustainment shown in paragraph 23 of document A/54/633, includes the amount of \$226,800 requested in paragraph 16 of section C of annex I to the report of the Secretary-General (A/54/455) for the cost of reimbursement for medical treatment and services provided to international personnel.

18. As indicated in the report of the Secretary-General (A/54/633, annex I, sect. C, para. 22), the amount of \$20,176,000 is requested to transport contingent-owned equipment. The Advisory Committee notes that this amount is based on the cost of transportation of an estimated 44,500 cubic metres of contingent-owned equipment in 61 flights (\$19,846,000) and the cost of inland transportation (\$330,000). Upon inquiry, the Committee was informed that the equipment related to three contingents. From the statements of representatives of the Secretary-General, the Committee has concluded that the quantity of material to be airlifted and the costs involved are not based on a firm estimate of what would be required.

19. The Advisory Committee notes from paragraph 19 of the report of the Secretary-General (A/54/633) that, at the time of the preparation of the report, negotiations were

continuing with Governments for the provision of troops and associated equipment. The amount of \$20,176,000 relating to the transportation of contingent-owned equipment is therefore not based on agreements with troop-contributing countries. The Advisory Committee is aware that the deployment of troops will be facilitated by the presence of ECOMOG in the area of operation.

20. In connection with air operations, the Advisory Committee notes from the report of the Secretary-General (A/54/633, annex I, sect. C, para. 16) that the current fleet of two medium-utility helicopters and one light passenger Beechcraft (B-200) fixed-wing aircraft is to be augmented by 12 helicopters and 2 fixed-wing aircraft, one of which would be required for three months. The Committee was informed that the fixed-wing aircraft required for three months would be used for the inland transportation of heavy equipment. The Committee notes from paragraph 17 of section C of annex I to document A/54/633 that two heavy-lift helicopters would be used to support forces deployed to locations in the east of the country, which lack airstrips to accommodate fixed-wing aircraft. The Committee was informed that the high rate of use of air transportation was due to the short time-frame for emplacement of troops and equipment. The Committee requests that, in future, this need be spelled out more clearly in the budget document.

21. The Advisory Committee notes from the table in section A of annex II to document A/54/633 that the projected monthly cost for block hours for the use of S-61N helicopters amounts to \$242,000 for each helicopter. The Committee notes that this amount is projected and not based on any agreement with the supplier of the aircraft. The Committee requests a review to ascertain whether the required service could be provided at a lower cost.

22. Upon enquiry, the Advisory Committee was informed that the total hours budgeted for helicopters and fixed-wing aircraft were 4,620 and 830, respectively. In the opinion of the Advisory Committee, experience has shown that the estimated hours are not always fully used. Accordingly, there is room for adjustment of the total request of \$18,912,000 for air operations.

23. As regards data-processing equipment, upon enquiry, the Advisory Committee was informed that the mission required 428 desktop computers, as follows: 52 for 240 military observers (a ratio of 20 per cent); 50 for 74 staff officers (a ratio of 67 per cent); one for 6 civilian police (a ratio of 20 per cent); 82 for 82 Professional staff (a ratio of 100 per cent); 23 for 26 General Service staff (a ratio of 90 per cent); 34 for 99 Field Service staff (a ratio of 33 per cent); 6 for 20 security officers (a ratio of 33 per cent); 14

for United Nations Volunteers (a ratio of 10 per cent); 28 for 282 local staff (a ratio of 10 per cent); 58 as reserve stock; and 80 for the Military Force and sector headquarters.

24. In connection with demining programmes, the Advisory Committee was informed that the Mine Action Service of the Department of Peacekeeping Operations was yet to undertake a technical assessment of programme requirements in Sierra Leone. Therefore, no provision had been made in the proposed budget for demining activities.

25. The actions to be taken by the General Assembly at its fifty-fourth session in connection with the financing of UNAMSIL are outlined in paragraph 9 of the report of the Secretary-General (A/54/633). Taking into account the comments and observations made above, the Advisory Committee recommends that the General Assembly appropriate and assess the amount of \$200 million gross for the maintenance and provisional expansion of UNOMSIL and the establishment and maintenance of UNAMSIL for the period from 1 July 1999 to 30 June 2000.
